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EXECUTIVE SUMMARY

This report, "California's One-Stop Vision," presents a refined vision for a statewide One-Stop Career Center System in California. This report is the first of three products of an inclusive One-Stop planning and development process initiated in November 1994 with funding from the U.S. Department of Labor (DOL). The two remaining products are an Implementation Plan and a detailed Implementation Schedule for California's One-Stop System. Together, these three products will provide the necessary policy framework and strategic direction for implementation of California's One-Stop System.

California's One-Stop Vision reflects a new vision for workforce preparation as a whole, and the role it plays in economic development. California's long-range goal is a thoroughly literate society and a full-employment economy with broad and deep distribution of high-skill, high-wage jobs¹. The workforce preparation vision, expressed by the State Job Training Coordinating Council (SJTCC) in the "Response to SB 1417," specifically states:

"California will have a highly-skilled and well-educated workforce that enhances the State's competitive advantage in the global economy."

The One-Stop Vision, as described herein, was built upon four broad outcome objectives or "guiding principles." Specifically, the One-Stop system will be an Integrated System, offering as many employment, training, and education services as possible for unified customer service; offer its primary customers -- employers and job, education, and training seekers -- a Comprehensive array of useful information, and wide and easy access to needed services; be Customer Focused and able to support informed choice by providing a means for customers to judge the quality of these services; and be Performance Based with the clear outcomes it seeks to achieve identified, and methods, including customer satisfaction, for measuring the agreed-upon outcomes.

The way in which these four principles have been used to shape and define California's One-Stop System reflects the differences between this new integrated system of customer-responsive services and our State's current collection of diverse programs and services, which often operate independently of each other. As described throughout this report, integrating programs and services into a comprehensive system, making the services universally available, increasing and facilitating accessibility to these services, making the system and its providers uniformly accountable, creating stronger partnerships, and bringing customers into the system as partners, are examples of those differences.

The first three sections of the Vision contain:

- **Section I:** An Introduction which states the purpose of this report;
- **Section II:** An overview of the Environment in which the One-Stop System is being designed and implemented; and
- **Section III:** A description of the multi-faceted, collaborative, and inclusive Process being used to generate the widest form of participation in support of California's One-Stop planning and development effort.

Section IV expands upon the "guiding principles" for the One-Stop System. The system design elements for the One-Stop System described in this section are still being developed,

¹ Contained in "California's School-to-Career Plan". Available through the Office of Workforce Policy.

and remain open to comment, discussion, and further refinement in the coming months. The contents of each of the five parts of this section are summarized below.

Section IV: System Design

Part 1: Information Infrastructure. Describes how the statewide electronic infrastructure will support local areas' delivery of high quality labor market and career information, and provide a platform for networking One-Stop System service providers by linking data bases and sharing client data among programs. The One-Stop system will be characterized by an "information-rich" environment which permits and encourages electronic self-service through direct on-line access by its customers.

Part 2: Services. Identifies the primary customers of the One-Stop System as employers and job, education, and training seekers. Describes "core" education, employment, and training services which will be universally available through all One-Stop access points statewide to these customers, as well as a range of other services which may be provided at local option. Services will be made available on a nondiscriminatory basis, with reasonable accommodations to address the needs of individuals with disabilities in accord with the Americans With Disabilities Act (ADA), as well as other individuals (e.g., older workers) who may have special needs. Throughout, customer choice and accessibility are emphasized as basic design principles which are fundamental to the success of the One-Stop System.

Part 3: Integration. Describes how the One-Stop System will integrate an array of workforce preparation programs and services, and identifies examples of various strategies which will be used to achieve this result. Maximum flexibility and latitude to address locally-determined customer needs, and assurance that all customers will have access to a comprehensive array of seamless, integrated workforce preparation services, are key design principles. The important role of capacity building for One-Stop System staff and effective marketing to the primary One-Stop customers are also described.

Part 4: Performance Accountability. Describes the outcome-based performance measurement system which will be established for the One-Stop System to ensure accountability. Performance measures will be established and used to determine the success of One-Stop service providers and program participants in relation to employment and learning outcomes, cost effectiveness, and access to services. The performance measurement system will provide information, including levels of customer satisfaction, that can be used by local One-Stop System partners to help them continuously improve their services.

Part 5: Responsibility and Authority. Presents recommendations for integrating the responsibility and authority for the One-Stop System at the local level. Since pending federal legislation, if enacted, will likely prescribe a new collaborative process and/or governance structure for workforce preparation programs, the eventual outcome of this topic remains uncertain. It is noted, however, that for the One-Stop System to succeed in integrating programs and services--now and in the future--integration of the policy authority under which the service delivery system operates is critical.

The report concludes by inviting ongoing discussion in relation to the proposed vision and policy framework for California's One-Stop System.

I. INTRODUCTION

This report, "California's One-Stop Vision", is the first product of a major collaborative effort to design a new service delivery mechanism for employment, training, and education programs and services. The report explains the *environment* in which this change is occurring, some of the reasons necessitating the change, and what One-Stop Career Centers are intended to do. It briefly details the nearly year-long *process* in which both public and private entities have been involved. Most importantly, it provides, through the *system design*, a policy framework for a One-Stop Career Center System in California.

In order to succeed, the One-Stop effort must have the support of public and private entities and the customers for whom the system is being designed. To that end, 13 public hearings were conducted during the months of May, June, and October 1995, in various locations around the state, so that stakeholders and interested parties could comment publicly on this policy framework.

The One-Stop Career Center System, hereinafter referred to as the One-Stop System, is not yet completely designed. The proposed policy framework contained in this report does not address the many policy and operational issues associated with system implementation. Two additional reports which will address those concerns are a detailed implementation schedule and a comprehensive implementation plan. The implementation plan will honor the statutory authorities and responsibilities assigned under State law to the various partners in this effort, for example, the State's Board of Education and Community College's Board of Governors. The intent of all of these efforts is to design a One-Stop System for California that is customer-focused, universal, integrated, and accountable and for which the customers, partners, and stakeholders will take ownership.

As this product, "California's One-Stop Vision" has evolved, it has incorporated input from the public, partners, and key stakeholders, as well as recommendations from the various work teams and staff, who have supported the effort. The implementation plan and implementation schedule are currently under development and, combined with "California's One-Stop Vision," will provide the road map for California to implement the One-Stop System.

II. THE ENVIRONMENT

Major changes have occurred in the nation's economy during recent years. California has, in particular, felt the impact of those changes. Defense downsizing and base closures, global competition, rapidly developing technologies, and the rising costs of doing business have all contributed to California's recent economic woes. There have been many efforts to research both the causes of, and solutions to, the economic challenges confronting California. One conclusion common to all of these efforts is the recognition of a need for a well-educated, multi-skilled, and flexible workforce.

The economic competitiveness of business depends, in part, on workers who have achieved the level of skills and knowledge needed to succeed in a high performance work environment. Technological innovations are bringing about a change from a manufacturing-based economy to a service- and information-based economy. In the new world of work, technology is more pervasive and production has been re-oriented to quality, variety, customization, team work, convenience, and timeliness, instead of just relying on production levels.

Both the Governor and the California Legislature have demonstrated their commitment to enhancing California's economic competitiveness. The California Economic Strategy Panel, for instance, is engaged in a statewide strategic planning process for economic development. Convened in June 1994, the Panel is comprised of business executives, labor representatives, and State legislators. A series of regional, industry cluster forums convened by the Panel have highlighted the relationship between California's ability to retain a competitive position in emerging, high-growth industries, and the skills, knowledge, and adaptability of the workers these industries require to succeed in a technological environment.

The secondary, post-secondary, and higher education communities are also keenly interested in improving education and workforce preparation. A California School-to-Career Plan² has been developed under the auspices of a Governor's Task Force. All of the principal policy and political interests in education reform, the California Department of Education, the Chancellor's Office of the California Community Colleges, California State University, the Employment Development Department (EDD), work teams of expert practitioners, and a multi-disciplinary resource group, were represented. Implementation is presently underway for a School-to-Career system which will ensure students have the lifelong tools needed to qualify for viable jobs and flexible, rewarding careers.

It is intended that the One-Stop Vision, as ultimately implemented, will also build upon other statewide strategic plans such as the Master Plan for Higher Education, the State Plan for Carl D. Perkins Vocational and Applied Technology Education, and the State Adult Literacy Plan.

In 1994, the Legislature passed Senate Bill 1417 (Chapter 819, Statutes of 1994) which required the State Job Training Coordinating Council (SJTCC) to make recommendations on the development of performance-based accountability for state and federal employment and training programs, strategies to link workforce preparation to the current and future economic needs of California, and the appropriate organizational structure for a statewide workforce preparation council. In response, the SJTCC reported to the Governor and the

² "California's School-to-Career Plan" is available through the Office of Workforce Policy. Please refer to page 28 for information about how to obtain reports referenced in this document.

California Legislature on workforce preparation programs, specifically addressing some of the issues which affect the One-Stop Career Center and School-to-Career systems. This effort will result in a statewide policy framework within which other systems, such as One-Stop, will reside. The One-Stop System planning process, for instance, is addressing governance and performance accountability as they pertain to the One-Stop Career Centers, and that planning is in concert with the SJTCC planning under SB 1417.

Over the past decade, many partnerships at the state and local levels and in the public and private sectors have already created the building blocks for an effective One-Stop System in California. Among examples of these initiatives are:

- Local communities are using a wide variety of approaches, in varying stages of development, for implementing One-Stop service delivery. All of these many efforts are committed to coordinating resources, program services, and delivery systems. Typically, these partnerships include Job Training Partnership Act (JTPA) programs, EDD Job Service offices, community colleges, community based organizations, and a variety of other entities.
- The California Community College Economic Development Network (ED>Net) system provides One-Stop information service access for business, industry, and agencies via a toll-free number which links requests to appropriate resources. In addition, Career Development and Placement Centers operated by the State's system of 107 community colleges are major providers of career development and training services for employers and their workforce.
- The Department of Rehabilitation has developed cooperative transition programs with local education agencies and other service providers to improve transition services for youth with disabilities.
- Many county welfare departments have locally integrated the Greater Avenues for Independence (GAIN), Food Stamp Employment and Training, and Refugee Services programs, and linked these activities with JTPA programs, the EDD, community colleges, and community based organizations.

As a result of these and other public and private sector efforts, a new vision for workforce preparation, and the role it plays in economic development, has emerged for California. California's long-range goal is a thoroughly literate society and a full-employment economy with broad and deep distribution of high-skill, high-wage jobs³. As expressed by the SJTCC⁴,

"California will have a highly-skilled and well-educated workforce that enhances the State's competitive advantage in the global economy."

To realize this vision, the State's educational institutions, job training programs, and employment services must form a coherent system based on public/private collaboration. California's workforce preparation system must prepare workers who are educated, skilled, productive, and highly adaptable. To be most effective, workforce preparation programs must anticipate economic change, as well as the corresponding needs of workers and employers, and respond appropriately. Only in this way can the system support California's continued economic growth and development.

Workforce preparation programs can support California's economic development through partnerships with employers, workers, labor, training providers, education, community

³ Contained in "California's School-to-Career Plan". Available through the Office of Workforce Policy.

⁴ Contained in the SJTCC "Response to Senate Bill 1417." Available through the Office of Workforce Policy.

based organizations, and government. The responsibility for workforce preparation is collective. A comprehensive workforce preparation system will provide an essential step toward revitalizing California's economy.

The envisioned One-Stop System is only one part of that overall workforce preparation effort. It is the mechanism through which a customer-focused, collaborative system of employment, training, and education programs and services will be delivered. As such, it will become a vital part of an overall economic development strategy implemented locally throughout the State. The system will strengthen and build on the many successful program linkages and partnerships that already exist, and will coalesce them into a true system of employment, education, and training in support of economic development.

Note, however, that there is a degree of uncertainty regarding the direction the nation will take in the near future with workforce preparation in general, and One-Stop Career Centers in particular. The One-Stop System is being designed, in part, to respond to the need to improve service in an environment of diminishing resources. Both the federal and State governments are considering ways of reducing public expenditures and yet achieving more efficiency and effectiveness in programs and service delivery mechanisms.

Pending federal workforce block grant legislation would consolidate programs and funding at the national level. The Consolidated and Reformed Education, Employment, and Rehabilitation Systems Act, HR 1617 (McKeon-Goodling), passed the House on September 19, 1995, and the Workforce Development Act, S 143 (Kassebaum), passed the Senate on October 11, 1995. A House/Senate conference committee has been formed to reconcile the two bills. Funding for employment, training, and education would, under either bill, be allocated to the states in the form of block grants. One of the bills requires the delivery of employment, training, and education services through the One-Stop Career Centers. The other bill allows governors to develop integrated service strategies which are alternatives to the One-Stop System. The attendant uncertainty over federal direction adds a level of instability to the environment in which California's One-Stop System is being planned.

Other pending federal legislation also has ramifications for the One-Stop System and workforce preparation as a whole. Specifically, Congress is expected to reach consensus soon on welfare reform block grant legislation (HR 4 and S 1120). Among provisions of these bills are work and work-preparation requirements for adults in single- and two-parent families. First, adults receiving cash benefits through the block grant are required to work or participate in a state-designed program after two years or their cash payments are ended. Second, states are required to have an increasing percentage of their caseload in work programs. Third, cash payments to individuals and families from the block grant must end after a maximum of five years. Clearly, these requirements heighten the need for a full range of workforce preparation services accessible to welfare recipients seeking to achieve self-sufficiency.

III. THE PROCESS

In September 1994, the EDD submitted, on behalf of the Governor, a planning grant application to the Department of Labor (DOL) for a One-Stop Career Center System in California. This submission was in response to a Solicitation for Grant Applications⁵ that DOL had issued for the planning and implementation of One-Stop systems throughout the nation. DOL awarded California \$400,000 to support its One-Stop planning effort. The EDD provided an additional \$700,000. The Governor assigned the EDD as the lead agency for One-Stop planning and instructed the SJTCC, the advisory body for California's workforce preparation system, to assume overall responsibility for the effort. The SJTCC then appointed a One-Stop Career Center Task Force to perform the necessary collaboration and oversight and to draft a plan by the end of December 1995.

1. Planning Process

The Task Force designed a planning process for California's One-Stop System that is multi-faceted, collaborative, and inclusive. It is intended to generate the greatest amount of opinion from the widest array of individuals and organizations possible. The short term goal of the process was to provide this proposed policy framework for a One-Stop System in California. The process the Task Force established included a variety of methods to support collaborative planning.

One-Stop Career Center Task Force

The Task Force itself has overall responsibility for the One-Stop planning process. The Task Force will make recommendations for the One-Stop System to the SJTCC, which will present a final report to the Governor. Once the recommendations are approved by the SJTCC, California will move forward and prepare a plan for One-Stop System implementation. This plan will include a detailed implementation schedule and a comprehensive implementation strategy.

The Task Force is comprised of 24 members⁶ from State and local public entities, as well as from the private sector, and represents the main employment, training, and education providers and stakeholders. The Task Force has responsibility for approving policy recommendations and forwarding them to the SJTCC.

Work Teams

The Task Force established seven work teams to address the various policy issues which must be resolved in order to develop an effective One-Stop service delivery system for California. The seven policy areas are Capacity Building, Electronic Infrastructure, Communications/Marketing, Administrative, Governance, Performance Indicators, and Service Delivery. Each team is comprised of partner representatives from both the State and local levels.

⁵ California's One-Stop Career Center System Grant Application is available from the Office of Workforce Policy.

⁶ A list of One-Stop Career Center Task Force members is included under "Attachments".

Five of the teams (Governance, Service Delivery, Performance Indicators, Capacity Building, and Marketing) completed their work and submitted reports⁷ containing their policy recommendations to the Task Force. Both the Administrative and the Electronic Infrastructure Work Teams have submitted reports, but are continuing to meet regarding implementation issues.

The California State University (CSU) system has conducted a feasibility study and recommended a roll-out plan for an information infrastructure to support the One-Stop System.⁸ CSU researched both available and emerging technologies and compiled first hand information from persons who are using those technologies. The results of this study were used by the Electronic Infrastructure Work Team to develop its final recommendations. As part of this effort, the CSU team conducted focus groups with prospective One-Stop customers, and synthesized information on their existing systems' capabilities, to help guide decision-making on the design of the information infrastructure.

Other Collaborative Efforts

A Practitioners Forum was conducted in February to provide information and advice from approximately 100 practitioners who are already experienced in One-Stop Career Center operation or who will potentially participate in the One-Stop System. Issues and direction established at that meeting were used by the teams in their efforts to formulate policy recommendations.

A Review Group has been established to provide representation for a broad group of interested parties not directly involved in other aspects of the planning process. Entities in this group include associations and representatives of various constituencies which may be affected by the One-Stop System. This group will review and comment on this "Vision" report and future Task Force reports.

The Interagency Partnership is a group of administrators from the principal State agencies involved in the One-Stop effort. It includes representatives from the Chancellor's Office of the California Community Colleges, the EDD, the Department of Aging, the Department of Rehabilitation, the California Department of Education, and the California Department of Social Services. Its responsibilities are to assist in planning agendas for Task Force meetings, assist in establishing workplans, provide guidance for the format and structure of work products, and review those work products as they emerge from the various teams and from staff.

Nine public hearings⁹ were held throughout the State to solicit public comment on the development and design of the One-Stop System. The body of testimony from these hearings was considered and incorporated as deemed appropriate by each of the technical work teams during their deliberations. Four additional public meetings were held in October 1995, and concentrated on public comment regarding this report. Information from those four public meetings has been incorporated in the report as well.

2. Planning Assumptions

California adopted a variety of assumptions which helped guide the planning process. The initial assumptions were included in California's One-Stop Career Center Grant Application

⁷Reports are available through the Office of Workforce Policy.

⁸ The CSU report is available through the Office of Workforce Policy.

⁹ A summary of written testimony is available through the Office of Workforce Policy.

of September 1994. These planning assumptions were used by the different work teams in their deliberations.

Planning Grant Assumptions

- Authority for planning and development of California's One-Stop delivery system will be vested in the Governor, but the planning process and resultant delivery system will be a shared responsibility with State and local partners.
- An inclusive planning and development process will be used which involves all stakeholders, such as employers, service providers, customers, and other interest groups.
- A statewide policy framework will be developed, but latitude will be provided for local delivery systems to design One-Stop models in accord with local needs and circumstances.
- During the planning process, there will be no presumptive deliverers of service.
- One-Stop delivery systems will be consistent with policies developed by the SJTCC.¹⁰
- Workforce development resources and programs will be closely linked with economic development.
- Programs other than those funded by DOL will be included to the extent possible.
- While core services should be easily accessible, physical co-location at all sites is not a requirement; information technology can provide customers with comprehensive information at multiple locations and facilitate customer movement among services at different locations.
- A requisite for delivery systems will be a strong, statewide labor market information component.

3. Products

California's One-Stop Career Center System Grant Application detailed the collaborative planning process in which partners, stakeholders, and customers would engage. Key to the process is that California will continue to encourage and support local innovation and choice in meeting customer needs.

The grant application also promised three specific products by the end of December 1995. They are a refined statewide vision for the One-Stop System, a detailed implementation plan, and an implementation workplan or schedule. This report, "California's One-Stop Vision," is the first of these products.

It is based, in large part, on the reports which the seven work teams have submitted to the Task Force. Those reports and recommendations form the basic policy framework for the One-Stop System in California. However, additional work remains to be done, including implementation planning and the resolution of issues associated with pending federal legislation. As the planning progresses, the policy framework will continue to evolve.

¹⁰ The Task Force has recently reviewed these assumptions. For future planning, the Task Force has removed this one assumption, in order to ensure the freedom to develop recommendations that may require changes to existing policies.

IV. SYSTEM DESIGN

California's One-Stop Career Center System Grant Application included four principles by which the One-Stop effort will be guided. These principles were adapted from the four broad outcomes for the One-Stop System as envisioned by DOL in the Solicitation for Grant Applications. California's four principles are that the system will be *integrated* and *comprehensive*, and based on *customer focus* and *performance accountability*. These principles form the platform upon which California's One-Stop System is being designed.

The four principles also suggest the differences between the One-Stop System and our current collection of programs and services. Integrating programs and services into a comprehensive system, making the services universally available, increasing and facilitating accessibility to these services, making the system and its providers uniformly accountable, creating stronger partnerships, and bringing customers into the system as partners are examples of those differences. Descriptions of the four principles follow:

Integration. The broad array of employment and training programs will be integrated into a single system that is accessible to the system's primary customers: the State's current and future workforce and the State's employers who depend on the availability of a competitive workforce. The integration of delivery systems will be assisted by the use of automation technology to enable electronic linkage of services and aid customers in accessing appropriate services. Delivery systems will be built on collaborative efforts of federal, State, and local partners in order to provide comprehensive, non-duplicative service to our customers in a seamless manner. Service will be provided within a general framework mutually agreed to by service provider partners.

Comprehensive. The array of services will be sufficient to meet the employment and training needs of local customers including youth, long-term unemployed, economically disadvantaged, new entrants to the labor market, dislocated workers, skilled workers needing access to job listings or labor market information, and employers seeking information to meet their employment and training needs. The full array of services will be available to the system's customers and provided appropriately, depending on the level of need. Access methods will be geared to varied customer needs and levels of sophistication.

Customer Focus. Service delivery will be information-based. Clients will be provided sufficient information to enable them to exercise an informed choice in regard to services they wish to pursue and how those services will be delivered. We will also rely on customer feedback and satisfaction indicators as an indication of program effectiveness.

Performance Based. Accountability for achievement of performance outcome objectives, including a high degree of customer satisfaction, will rest with service providers. While cost will be a consideration in procurement of services, ability to achieve objectives is an absolute requirement. We will develop performance measures for all programs which will provide the basis for incentives and sanctions for the centers.

The Task Force and its work teams have weighed all of their issues, deliberations, and recommendations against these four principles. Many of the assumptions and considerations the work teams used for planning, and included in their reports, were based in whole or in part on the four guiding principles. For instance universality, customer satisfaction, information access, and local flexibility and collaboration are design elements

which have been used by all of the work teams. These principles and design elements are fundamental to the design of California's One-Stop System.

1. Information Infrastructure

Easy access to an extensive array of information-based products and services is vital to the design of California's One-Stop System. The vision for the One-Stop electronic information infrastructure and the theme for its evolutionary development is an open system, with a customer-friendly interface, that is locally-driven, and provides multiple access and multi-media delivery.

The initial development plan for the information infrastructure builds on existing systems. Today's landscape of rapidly evolving technologies, however, provides an excellent platform for re-engineering the current information systems into a truly new and integrated one. For example, current advances in information processing, connectivity, and transmission technologies are beginning to blur the lines between computing, telephone, television, and publishing. This convergence is creating a new breed of information service industry and exciting delivery and access opportunities for the One-Stop System. As such, the overall five-year direction will aim at re-engineering present systems to achieve the true spirit of an electronic One-Stop infrastructure.

In addition to job, education, and training seekers and employers, primary customers of the One-Stop information infrastructure will also include the One-Stop partners and service providers. Whether this information infrastructure supports local One-Stop areas' delivery of high-quality services or allows for delivery, on line, of technical assistance, the availability of this information to these customers, through both computer-based approaches and telecommunications, is fundamental to achieving the principles of service, quality, and efficiency.

The One-Stop System's information infrastructure will provide this platform for the connection between existing service providers as well as the provision of an extensive array of easily-accessible information resources to One-Stop customers. The result will be a system which is responsive to the needs of its customers and which delivers services in the most cost-effective way, while still enabling those customers who need more intensive, personalized service to interact directly with professional staff.

Providing An "Information-Rich" Environment For One-Stop Customers

California's information infrastructure will support local One-Stop areas' delivery of high quality labor market and career information. The infrastructure will also link data bases and customer data among participating programs. The One-Stop system will be characterized by an information-rich environment which permits and encourages electronic self-service through direct on-line access by its customers.

In order to accomplish these goals, California will develop:

- Improved labor market and career information delivery systems,
- A common automated intake process for participating service providers,
- Applications to provide automated program eligibility determination,
- Case management tools,
- Integrated customer record keeping tools,
- Automated reporting and cost accounting tools, and

- A consumer reports system which displays performance outcome histories and descriptive information on education and training providers' services and courses.

A One-Stop Career Center may be a physical co-location of partners or an electronic networking of those partners. Eventually all physical One-Stop locations and access points will be electronically linked to provide a seamless system to the customers. This system linkage will vastly increase program/service access and convenience and improve customer choice by providing customers with qualitative information about service providers and programs. For the information infrastructure, California will employ an incremental implementation strategy that will span three to five years to achieve full implementation.

The One-Stop System will incorporate multiple programs and services with varying requirements for data collection, customer tracking, and reporting. The overall information infrastructure needs to support and promote the integration of existing systems. Success of the One-Stop System will depend in large measure on the ability of service providers' staff to provide high quality, customer-oriented services (whether staff-assisted or self-directed), to cut through program-specific barriers to service coordination, and to accomplish more for the customer with limited resources. These ambitious goals cannot be achieved without equipping the One-Stop System with a state-of-the art information system that is comprehensive, flexible, and easy for the front-line staff and end-user customers to use.

The information infrastructure will enable One-Stop customers to receive comprehensive integrated services and current labor market information, regardless of their point of entry to the system and regardless of the level of staff assistance they may require. Whether the customer walks into a co-located One-Stop site, a remote affiliate location, or accesses the One-Stop system via a personal computer, telephone, kiosk, or other electronic medium, the customer will be able to access information about various education, employment, training, and other human services programs which will enhance his/her decision-making abilities. The types of information to be included will be determined based on customers' needs and expectations, and will be accessible in a variety of formats, all of which are technologically interconnected, to meet potential customers' needs.

California's Enhanced Labor Market Information System

California's Labor Market Information System (CALMIS) will provide all One-Stop customers with the information and value-added services necessary to allow them to exercise informed choice in their workforce-related decision-making. CALMIS will be a State/local collaborative system that is interactive and electronically linked. CALMIS will be a comprehensive system for collecting, analyzing, integrating, disseminating, and interpreting labor market information for the broad range of One-Stop customers.

In realizing the One-Stop vision, CALMIS will be guided by five principles. Specifically, this enhanced labor market information system will be:

- Customer-focused and driven by customer and local needs,
- Convenient and easy for customers to access and use,
- Linked to public and private electronic systems and other resources,
- Innovative in its use of state-of-the-art technology and presentation methods, and
- Consistent in its provision of products with a high-level of quality and integrity.

California's improvements to its current labor market and career information system include: expanding the traditional definition of labor market information (LMI), making it more widely available via a variety of means and formats tailored to diverse customer

groups; making LMI services and products more usable, responsive, and customer-driven in service and product development; and achieving these goals, to the maximum extent, via user-friendly technology. Such planned improvements will be integral to the development and success of the One-Stop System.

Included in CALMIS in the first year, at least as prototypes, will be:

- Enhanced information on education and training programs/courses available to One-Stop customers so that job, education, and training seekers and employers can make informed choices among service providers. A consumer reports system will be designed which provides quantitative and qualitative information on program/course availability, quality, and outcomes, e.g., post-training hiring and wage rates, and relationship of training to employment as well as customer (both trainees' and employers') satisfaction.
- Improved transferable skills information so that experienced workers, One-Stop staff serving them, and employers seeking qualified workers, can use workers' employment histories and occupational classifications systems to identify other occupations which use parallel skills, interests, and abilities.
- Enhanced employer information to assist job, education, and training seekers in their job search or career planning and to assist other users such as economic development entities. This information, which would include employer-specific information and a contact person, could be made available on-line statewide, but with locally specific detail.
- Capacity building for LMI professionals, One-Stop provider staff, and "end-user" customers. Training, orientation, and customer-oriented guidance in how to electronically access, understand, and use labor market information is an essential element to success of the One-Stop System.

2. Services

Customer choice is one of the basic design principles the Task Force considered in its vision for the One-Stop System. Employment and training programs have traditionally been categorical in nature. Planning for delivery of services has traditionally been from the top down, with the federal and state governments dictating who provides service, which customers are served, how they are served, and what services are available.

The One-Stop vision, however, embraces a different philosophy, one which regards customers as true partners in the system rather than just end users. Local One-Stop areas will identify the workforce preparation needs of their communities and their customers first, then determine which services will fulfill those needs, and finally, how and by whom these services can best be provided. As a result, One-Stop customers will have a wide range of choice as to where and how they can access those services, and a high degree of self-determination as to which services and providers they choose as well as the degree of staff assistance they require.

The statewide One-Stop System will provide the framework within which local determination and collaboration will evolve. To that end, the Task Force has agreed upon the general categories of customers the system will serve, the basic or core services the system will provide, and the system's commitment to ensuring an information-rich environment which will support universality, accessibility, and customer choice throughout the State.

Customers

The One-Stop Career Center System will be designed to serve two primary groups of customers: employers and job, education, and training seekers. The employers group includes any employer or business that desires access to the information or services the One-Stop System will offer. Small business, medium-sized firms, large corporations, organized labor, industry groups, and the self-employed are all examples of the employer customers the system will serve. Employer and business participation in the One-Stop System, both as customers and partners, is an essential element of linking local workforce preparation with economic development.

The job, education, and training seekers group includes any person who wants the information or services the system will offer. All job, education, and training seekers are affected by two major ongoing trends in the marketplace: rapidly and continually changing technology and the aging of the workforce. The Task Force identified three categories of job, education, and training seekers. They are:

- Emerging workers, such as new entrants to the workforce, from the K-12 system through graduate school.
- Transitional workers, such as currently unemployed, including both short-term/long-term unemployed, dislocated workers, out-of-school youth, and persons receiving public assistance.
- Current workers, such as currently employed who want continuing retraining and life-long learning to remain competitive.

Core One-Stop services will be available to all customers in the local community. Services will be provided based on local community resources and community need. Intensive services, such as remedial education and employment and training services may be available only to targeted populations or based on customer need. The local One-Stop areas will make those determinations through their strategic planning processes and priority of service. Local One-Stop areas will be encouraged to include as many other services as possible. Throughout, an emphasis will be made to avoid setting up dual or parallel systems but, instead, to build on existing capabilities and relationships, for example, those established by community colleges and community-based organizations.

The methods by which One-Stop customers access information, and the extent to which they are capable of using this information to help themselves, will depend initially on each customer's knowledge and sophistication in the use of and ability to access electronic technology. For many customers, self-service will be both the most practical and preferred method of receiving services from the start.

Other customers will benefit from assisted self-service, in which they initially receive help but eventually achieve proficiency. More personal or detailed services may be needed by other customers. Intensive and case-managed services will remain an option available for those individuals needing more assistance from One-Stop staff. The local One-Stop areas will make the core services available to individuals on a universal and nondiscriminatory basis, with reasonable accommodations to address the needs of individuals with disabilities. California's One-Stop System will, for instance, adhere to the both the spirit and rule of the Americans With Disabilities Act (ADA). Nevertheless, many customers who may initially require personal attention should become more capable of benefiting from self-help systems as a result of guidance, assistance, and learning opportunities, as well as the development of more "user-friendly" systems.

The development of various new human interfaces, that more closely mimic the way people interact with one another, will facilitate self-access and usage of the core services through

the information system. Both current and promising technologies include multilingual voice processing, Braille kiosks, recognition and gestures (for signing), handwriting-based input, more advanced multimedia devices, artificial intelligence applications, and more capable telephone-based systems to trigger information searches. These and other, as yet unknown, technologies could be integrated into the information infrastructure to create extremely user-friendly presentation modes.

Core Services

Universal services, referred to as core services, are basic to the One-Stop System. There were many considerations the Task Force employed in identifying these core services. Among them were customer desire or need for the service, DOL requirements, the overall capacity of the system to deliver a service universally, the capacity of an information infrastructure to provide the service, and the potential for customers to use the service without staff assistance.

Core services are packaged into two groups. One group addresses employer needs¹¹. The other group addresses job, education, and training seekers' needs. Core services will be available at every One-Stop Center and, based on local resources and partnerships, will be available at or through other access sites as well. The information infrastructure will eventually provide all of the core services, as well, through electronic access.

Core services for job, education, and training seekers include:

- Directory of services - A directory will provide a descriptive "menu" of services available at the One-Stop Center and through the local One-Stop System.
- Self screening for program eligibility - A system that will enable applicants to determine whether they meet the initial eligibility criteria for enrollment in a particular program.
- Resource referral services - Provision of information on how to access supportive service agencies available in the local One-Stop area, e.g., housing, child care, transportation, welfare, financial planning, crisis intervention, independent living and rehabilitation services for persons with disabilities, or elder care.
- Job services/employment information - Helps customers in locating, applying for, and obtaining a job. This may include, but is not limited to, job-finding skills, resume writing assistance, work search plan assistance, job development, job referral and placement services, job clubs, job search workshops, and vocational exploration.
- Labor market information - Provision of occupational wage and supply/demand information; identification of geographic and occupational areas of potential growth or decline; assessment of the effects of such growth or decline on individuals, industries, and communities; and individual career information.
- Intake/assessment - A procedure for determining individual applicant's eligibility; making an initial determination whether the program can benefit the applicant; providing information about the program, its services and the availability of those services; and the employability needs of individuals as well as their progress toward achievement of redefined occupational goals.
- Integrated services orientation - Provision of information to all potential customers concerning available career resources and labor market information.

¹¹ See "Attachments" for a chart of core services.

- Initial screening and coordination system for the next level - Once enrolled, a method by which an applicant is made aware of other programs or services and receives appropriate assistance in being referred to the program or service.
- Unemployment Insurance - A service that allows applicants to file their initial claims for unemployment insurance benefits.

Core services for employers include:

- Directory of services - A directory will provide a descriptive “menu” of services available at the One-Stop Center and through the local One-Stop System.
- Resource referral - Provision of information on how to access business assistance and incentives.
- Job applicant data base - A service that will allow employers to fill job openings by accessing a “talent bank” which matches job seekers’ pre-screened skills and/or occupations to the employers’ specifications. Related services include applicant recruitment and screening, applicant skills assessment, and customized job services.
- Labor market information - Occupational wage and supply/demand information; identification of geographic and occupational areas of potential growth or decline and assessment of the effects of such growth or decline on individuals, industries, and communities; and individual employer information.
- Economic development (basic incentives) - Information on basic incentives (e.g. tax credits, enterprise zones, or other incentives) as well as local planning and zoning commissions or boards, community development agencies, and other entities responsible for regulating, promoting, or assisting in local economic development.
- Rapid response and plant closure assistance - The capability to respond rapidly, on-site, to permanent closures and substantial layoffs in order to assess the need for, and initiate, appropriate services.

Intensive Services

The One-Stop System design will promote local collaboration and will encourage local self-determination. Just one of the many ways in which this will be accomplished is that local One-Stop areas and Centers will determine the mix of intensive services they offer above and beyond the core services. As local needs dictate and local resources and partnerships allow, the intensive services for job, education, and training seekers will encompass direct education, employment, and training services, including those for special populations. Additionally, intensive services may be value-added services which include the entire range of supportive services, such as transportation, individual and family counseling, temporary shelter, and so forth. These will be tailored to meet both community and customer needs and will not necessarily be available everywhere within a local One-Stop area or available to every customer.

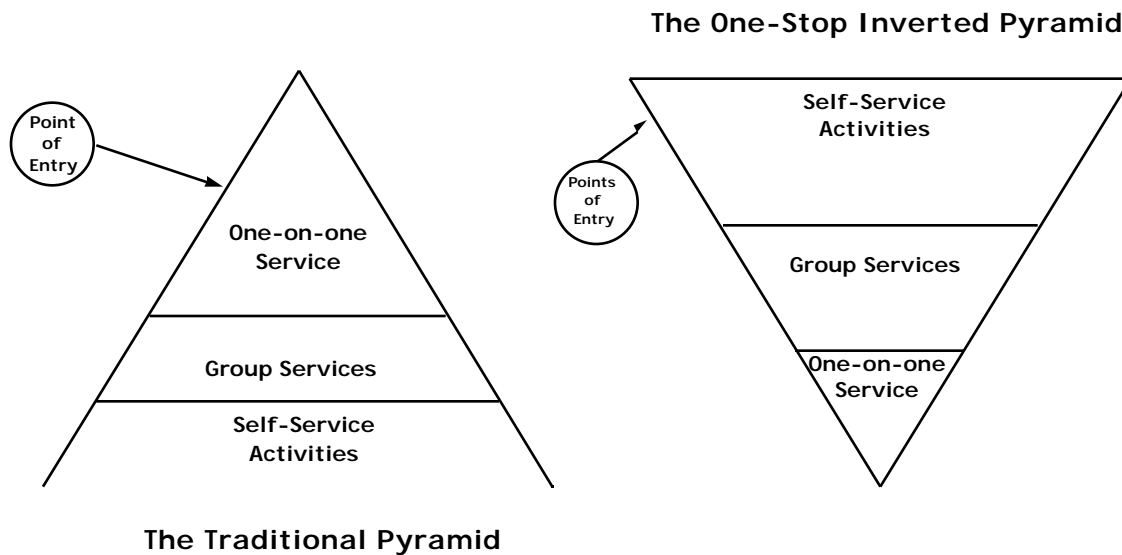
In general, the local One-Stop System must link with area services and resources, including the School-to-Career program, and strive to enhance the economic base of the community being served. Incorporating sound business practices in delivery of services while emphasizing “bottom line” results and streamlined processes will make it easy for business to access the One-Stop System. Individual employers and the business community as a whole must be involved from inception in the development of the local One-Stop System. Through offering universal core services to employers in combination with optional, custom-tailored services, the One-Stop System will be able to meet the unique needs of individual employers and changing needs of the business community as a whole.

Service Delivery Strategy

Most education, employment, and training programs have traditionally delivered services through a “one-on-one” delivery strategy, depicted by the traditional pyramid. Group services or self-service activities, while sometimes available, were not emphasized. For example, if job, education, and training seekers wanted information about available jobs, they went to a Job Service office. Likewise, if they believed they needed training or educational services, they saw a JTPA or adult school interviewer/counselor. This one-on-one service focus frequently caused problems for customers and resulted in service bottlenecks as staff reductions were juxtaposed with an increasing number of customers.

The focus on self-service and the need to serve a larger population through the One-Stop System has led, in part, to a very different approach to service delivery. This new approach might be depicted by an inverted pyramid. This strategy includes:

- Emphasis on multiple entry points, both physical and electronic;
- Emphasis on self-service and group activities, although staff assistance will be available for those who require it;
- Ensurance that some “threshold” level of core service, for example, labor market and career information will be universally available; and
- Provision of one-on-one staff assistance for those customers who need intensive services, such as career counseling, remedial education, occupational training, or support services.



Accessibility to Services

One-Stop services will be easily accessible for every potential customer in California. The Task Force wanted to minimize the effects of remoteness, lack of transportation, or scheduling conflicts. Further, the Task Force recognized that in the current environment of shrinking resources and growing demand, the system would have to provide better service to more people with fewer staff. Self-directed service, through electronic access, is one of the strategies by which this can be accomplished.

California's information infrastructure will promote integration of service delivery and aid customers in accessing a full array of services. California will provide ease of customer access to information relevant to education, skills training, and labor market options. By using the information infrastructure, California will be able to ensure that any access point a customer visits or uses will provide the same quality and degree of service. Electronic access points will be provided in convenient locations, for example, placing kiosks in areas such as shopping malls and personal computers at public libraries or community-based organizations.

The system will allow access to information and services for those who are entitled, in accordance with State legal requirements. Security measures will ensure system integrity and appropriate confidentiality. The system will also provide reasonable accommodation to persons with disabilities, including physically accessible facilities and adaptive equipment/technology, and support services such as interpreters and readers.

3. Integration

An important goal of the One-Stop System is to enable integration of the array of workforce preparation programs and services available to address the needs of the State's job, education, and training seekers and employer communities. All customers should have access to a comprehensive array of seamless, integrated services. There also needs to be a direct connection and partnership between the local One-Stop System and the agencies and organizations delivering employment, education, and training services to persons receiving public assistance and persons with special needs. In addition to such services, this partnership should provide for job development and economic development activities aimed at these special populations. This partnership will help to ensure that persons of low income, as well as those with special needs, will receive appropriate One-Stop services.

The form in which programs and services will be integrated and delivered to One-Stop System customers can be expected to change over time, but the intent to maximize local flexibility and control and meet locally-determined customer needs will remain a priority. Beyond the core services, local One-Stop areas will also incorporate a broad array of other education, training, and supportive services. Initially the One-Stop System will include, at a minimum, services provided by the six programs mandated by DOL: Employment Service, Veterans Employment Services, JTPA Dislocated Workers, JTPA Adult and Youth Training, Senior Community Service Employment (Title V of the Older Americans Act), and Unemployment Insurance programs. Currently, these programs are largely categorical in nature, each with different funding streams, rules and regulations, eligibility criteria, and other requirements. For this reason (in the absence of federal legislation to consolidate current programs and funding streams), integrating these programs will be an incremental process.

The Task Force intends that the One-Stop System be structured so that the necessary accommodations to categorical program constraints will be transparent to the customer. One of the cornerstones of integration is that participating programs and services should, at least as far as the customer is concerned, merge their individual identities. Customers should find it easy to access the system and the range of programs and services without unnecessary "bureaucratic" constraints.

A first step is the development of a "universal application" which will allow job, education, and training seekers to enter information one time into an automated system and not have to repeat the process with different partners or at different Centers. Customer information entered at any point will track with the participant throughout his or her involvement with the One-Stop System.

Integration Strategies

In addition to adopting policies that foster integration of services and service delivery, the One-Stop System will use many mechanical processes to be defined and developed over the next year. To a certain extent, the seamless, non-bureaucratic operations of the system and Centers will be achieved by pursuing integration strategies related to the common services the system will provide and the common functions necessary to provide them. Among those strategies are:

- Cross-training of all staff in the One-Stop System,
- Shared case management among Center partners,
- Shared job development,
- Common intake/assessment processes throughout the system,
- Locally standardized information and referral, and
- Shared administration among partners.

These and other implementation processes have yet to be fully developed. Options for other system components that support integration of services and service delivery, such as training/technical assistance and marketing, are currently under review.

Capacity building for management and staff is an essential element of any system. The Task Force views capacity building for California's One-Stop System as a combination of training and technical assistance. The capacity building system will be a State-level/local-level partnership that provides necessary training and technical assistance to management and staff of local One-Stop areas. Training and technical assistance specialists will use the information infrastructure and modern technology to deliver their services. A key aspect of staff capacity building will be to ensure that One-Stop staff are qualified to work with individuals from diverse backgrounds and, when necessary, refer individuals with special needs to other staff or agencies best equipped to provide more intensive, specialized service.

During implementation, a system of competencies for staff performing common functions in One-Stop Centers will be developed. This is an important element of integration and such a system will help to ensure that staff working in all One-Stop Centers will provide the same level and quality of service. Some Task Force members felt that these competencies should be required for local One-Stop areas because it is the best way to ensure consistency in the quality of service provided.

Other Task Force members felt that the competencies should be voluntary but coordinated with the performance measurement system. Performance measurement is being designed to reward outcomes rather than process, and staff competencies are process-based. By allowing local One-Stop areas to voluntarily subscribe to the system of competencies, they should still be able to achieve the necessary levels of performance in terms of outcomes, even though staff performance levels may vary.

The Task Force decided to adopt a system of competencies and to make them voluntary for local One-Stop areas, at least initially. This is an issue that can be revisited once the One-Stop System has been implemented and the voluntary system of competencies has been in use.

Marketing the One-Stop Career Center System to customers, partners, and the community will involve educating and informing targeted audiences about the One-Stop System and the

services it provides. The Task Force has adopted a marketing strategy involving a State/local collaborative to develop a marketing plan that will be implemented at both the State and local levels.

4. Performance Accountability

California will evaluate how well the One-Stop System, Centers, and service providers meet their overall objectives. A performance measurement system will be established which is outcome-based, making service providers accountable for the attainment of employment and training outcomes for participants.

California's performance measures will be established and used to determine the success of service providers and program participants in relation to *employment outcomes* (placement, placement related to training, earnings, and employment retention) and *learning outcomes* (achievement levels, degrees, credentials and certificates). Outcome measures will also be devised to evaluate *cost effectiveness*, including a measure for statewide return on investment that considers reduced public expenditures for social programs. The extent to which diverse populations are able to gain *access* to and receive service from various programs in the local service area, in relation to their percentage distribution in the local population, will also be measured. Finally, measures will be developed to determine *customer satisfaction*, i.e., the extent to which the system's customers are satisfied with the services they received and to what extent their objectives have been met.

Continuous improvement is fundamental to, and a hallmark of, the performance system. Local Centers will be required to have mechanisms in place to continuously refine and improve services in response to both customer feedback and changing local conditions. Customer satisfaction and other outcome measures will provide information on service provider and Center performance that can be used to identify where Centers and service providers are successful and, conversely, where technical assistance should be directed for those that are less successful.

Qualifiers will set the context for and ensure the equitable application of the various performance measures. Employment earnings will be measured in relation to a wage-above-poverty level to be determined in the next year. This qualifier establishes a standardized wage for measurement and makes it possible to determine the system's contribution, through its services, to high-wage, unsubsidized employment. Adjustments to performance measures will be included to level the playing field among all service providers, by taking into account the higher cost of providing services to customers with multiple barriers so that they can become and remain employed, including relocation to lower-wage jobs.

With the exception of customer satisfaction, which will be measured at the service provider and Center levels, all measures will be applied to the three levels of the One-Stop System: service providers, Centers, and the statewide system itself. This will allow the One-Stop partners to determine the system's success or failure both as a whole and according to the roles played by partners. Eventually, incentives and sanctions will be developed for superior and inferior performance, but they are not being recommended during the implementation period when benchmark performance data will be collected.

The performance indicators for employment outcomes are very specific and respond particularly to the DOL Solicitation for Grant Applications. Efforts are ongoing to ensure that the Task Force's efforts for the One-Stop System are coordinated with the SJTCC's initiative to develop a performance-based accountability system for all employment and training programs in California.

California's One-Stop Career Center Performance Indicators

The five categories of measures are employment outcomes, learning outcomes, customer satisfaction, cost and service effectiveness, and access. Performance measures shall include adjustments for individuals with barriers to obtaining and retaining employment with earnings above poverty level.

The following are descriptions and definitions of the measures within these categories:

Employment outcomes: Employment is defined as earning wages above a standardized wage. The standardized wage is suggested as an indicator of full employment above poverty level.

- **Earnings at placement:** Placements include employment, continued education, military, and self-employment. These measures should be broken down to the extent possible for diverse populations and local economies.
- **Earnings gain:** Earnings gain indicators should use pre- (quarterly earnings at first contact) and post- (one year after date of last contact) service measures. These service measures should be broken down to the extent possible for diverse populations and local economies.
- **Entered employment rate:** Number and percentage of participants entering employment.
- **Training related employment rate:*** Number and percentage of training completers entering employment related to training.
- **Employment retention:** Retention in employment at designated follow-up periods.
- **Employment retention related to training:*** Retention in employment measured at designated follow-up periods, related to training.

*When applicable and technically feasible

Learning outcomes:

Objectives of training met: This measure reflects whether participants attained skills they were supposed to have attained. This may include:

- Basic skills attainment,
- Occupational skills attainment,
- Employment-related skills attainment,
- Advancement to next level of training or education, and
- Certification, which includes degrees and licenses.

Customer satisfaction: Each measure shall address the quality of service provided with multiple factors used for internal continuous quality improvement. These data should be broken down to the extent possible for local economies and diverse populations. These data will be collected and maintained locally.

- **Job, education, and training seekers' satisfaction:** This measure should utilize last-contact availability for data collection at the local level, and include the degree to which the customer's satisfaction, objectives, and needs were met.

- **Employer satisfaction:** Employer feedback systems should be developed at the local level and include the degree to which the customer's satisfaction, objectives, and needs were met.

Cost and service effectiveness: The system will build in a mechanism to compare cost and service effectiveness (e.g., reduced public expenditures or return on public investments) across programs. The mechanism could facilitate continuous quality improvement and productivity gains over time, accompanied by lowered costs when possible. When applying cost effectiveness measures to local Centers, special adjustments shall be made for those serving high-barrier, high-cost populations.

Access measures: These measures reflect the extent to which diverse populations, individuals with barriers to employment, and employers are able to gain access to and receive service from various programs in their local One-Stop area, with respect to their percentage distribution in the local population.

5. Responsibility and Authority

One of the most important objectives of the One-Stop planning effort is to integrate the responsibility and authority for the One-Stop System at the local level. Currently, programs which provide workforce preparation services operate under different governing structures. For instance, JTPA services are governed through a State/local structure that includes the SJTCC, local elected officials, and Private Industry Councils (PICs), while the California Community College system is governed through a decentralized system of locally-elected district boards. In order for the One-Stop System to succeed in integrating the existing and potential programs and services, integration of the policy authority under which the system for delivering these services is governed is critical.

The responsibility and authority for employment, training, and education programs and services are currently vested in different entities such as the Governor, the Chancellor's Office of the California Community Colleges, and the Superintendent of Public Instruction. Key entities with workforce-related authority and responsibility are members of the SJTCC, and are therefore involved in a collaborative process to design this new system. The SJTCC will be making recommendations to the Governor in April 1996 about a State-level advisory body and other state-level policy issues related to their strategic planning for workforce preparation in California¹².

Pending federal legislation may prescribe a new collaborative process and/or governance structure at both the State and local levels. Consequently, it is difficult, in the absence of that federal direction, for the SJTCC to do more than develop options at this time. California anticipates that decisions will be made at the federal level by the end of 1995, but must, in the meantime, consider what the federal direction may be.

The Task Force is in a similar position regarding its decisions about the responsibility and authority for the One-Stop System, which is being designed as a service delivery mechanism for workforce preparation in California. The Task Force has reached consensus on some of the broad governance issues, has developed options for some, and is still debating others. It is the intention of the Task Force that the authorities and

¹² Contained in the report "Response To Senate Bill 1417: Developing A New Workforce Preparation System", available through the Office of Workforce Policy.

responsibilities assigned to the One-Stop System will not usurp those established under State law for the State's Board of Education and Community College System, local school boards, or local community college boards of trustees.

Governor's Authority and Responsibility

The Task Force will recommend that the Governor should have the overall responsibility for and final authority over the One-Stop System, consistent with existing authority over funding and policy. This responsibility will include facilitating collaboration between the partners at both the State and local levels. In the event of an impasse in this collaborative effort, the Governor will make final decisions. The Task Force will further recommend that the Governor, through a collaborative process with State and local partners, establish local One-Stop service areas. The collaborative process will include State and local partners, stakeholders, and the business community. The Task Force believes that these areas should reflect:

- A minimum population base,
- A clear link to economic development, and
- A direct connection to a significant labor market.

The Governor will also, through a collaborative process, set the criteria for the appointment of members to a policy body for the local One-Stop service area. Other specific responsibilities and authority the Task Force envisions for the Governor are:

- Applying for available federal funds on behalf of the State,
- Designating a State-level fiscal agent to receive the funds,
- Setting State-level policies and procedures for the One-Stop System,
- Vesting local policy authority in the local One-Stop policy body, and
- Establishing procedures, that would be carried out by the local policy body, for certifying One-Stop Centers.

State Certification of Local Policy Bodies

The Task Force has agreed that the State, through the authority of the Governor, should certify the local One-Stop policy bodies and approve the selected fiscal agents for them. The individual One-Stop Centers should be certified by the local One-Stop policy body through a process developed by the Governor. The State certification process of the local policy body should consider:

- The services to be provided,
- The labor market area to be served,
- Economic development linkages, and
- The manner in which performance-based accountability and continuous improvement will be implemented.

Local Elected Official

The Task Force recommends that the role of the chief Local Elected Official (LEO) should include the following:

- Appointment of the local policy body. The LEO should appoint the members of the local One-Stop policy body, following criteria established by the Governor in collaboration with State and local One-Stop partners and the private sector.

- Approve plans. The LEO should approve all required plans for the local One-Stop System developed by the policy body and the Centers.
- Full partner. The LEO is a full partner with the policy body that the LEO appoints. The respective responsibilities of both the LEO and policy body shall be specified in a partnership agreement.
- Fiscal responsibility and liability. The LEO should be fiscally responsible and liable for the local One-Stop System. State and federal One-Stop funds should flow from the state to the LEOs and then to the local One-Stop body.

The Task Force also determined that appointing authority for seats on the local policy body should be vested only in those LEOs who have taxing authority. There are two reasons for this. First, if a local body experiences a disallowed cost for a One-Stop Center, the entity ultimately liable for repayment must have the means to repay. The majority of Task Force members believe that only mayors, city councils, or boards of supervisors have the ability to accept that level of liability. Second, the Task Force was concerned about practical implementation of policy and that using anything other than a single appointing authority would be too cumbersome to implement in many parts of the state.

Local One-Stop Policy Bodies

The Task Force considered the responsibilities and authority that the local policy bodies should assume. The Task Force agrees that the local One-Stop area should be governed by a single policy body and that the appointed body should have substantial and active private sector involvement, potentially including participation by representatives of industry, business, community leaders, business owners, and executives. The responsible party for the local One-Stop system is the partnership between the chief LEO and the local policy body appointed by the LEO. The authority of the local policy body would extend over workforce preparation services that are agreed upon by the local partners and as required by federal or State law. In addition, partners in a One-Stop Center or Center service providers may serve on a local policy body, if appointed, and members would be required to abide by existing conflict of interest laws under the State's Fair Political Practices Act regulated by California's Fair Political Practices Commission (FPPC).

The Task Force further recommends that the staff for the policy body should not be a part of, nor should they manage, a One-Stop Center. In order to provide flexibility to the local bodies, an exception process could allow a branch of a local body to deliver core services, such as intake and assessment, but would not allow body staff to provide direct education and training programs.

A private sector majority on the policy body will be required. This gives the private sector more votes than government, and demonstrates a serious commitment to leadership by business and industry. The private sector majority will include broad representation from business and labor as well as directors of local economic development corporations, executive directors of industry associations, and presidents of local chambers of commerce. The Task Force also recognizes that private sector involvement should not be restricted to membership on the policy body alone and that the private sector may participate in the One-Stop System in a variety of other ways.

The Task Force recommends that the majority membership on each local policy body be from the private sector. The responsibilities of the local body will include the following:

- *Planning.* The local policy body will periodically develop a plan that meets federal and State requirements. The planning cycle has not been determined. The local plan should demonstrate a linkage among local educational entities, employment, training, and local and regional economic development plans.
- *Fiscal responsibility and liability.* The LEO, as a full partner with the local policy body, ultimately has the full responsibility and liability for the local One-Stop system. Managers of individual One-Stop centers have the first level of fiscal responsibility and liability within the system. The local One-Stop policy bodies provide the next level of fiscal responsibility and liability.
- *Oversight of the Centers.* The policy body should oversee the fiscal and program operations of a center. Oversight would include setting outcome and process measures and standards for the purpose of ensuring continuous improvement.
- *Policy-making.* In concert with federal and state requirements, the local policy body will establish workforce preparation policies for the local area including setting service priorities and identifying target populations.
- *Certification.* The local policy body will certify, through the appropriate means, the local One-Stop Centers.
- *Ongoing State oversight.* Once the State has developed its continuous improvement and performance measurement systems, the policy body will interact with the State agencies in order to facilitate collaboration between State and local partners and ensure the continuous improvement of the system.

The One-Stop Task Force is still reviewing two other governance issues: the degree of oversight provided by the chief LEO and the amount of One-Stop funding that might be set aside by local government agencies to pay for their administrative costs.

V. SUMMARY/COMMENTS

This report has addressed the policy framework for California's One-Stop System. It is important to remember, however, that, although this paper includes a number of specific recommendations for the One-Stop System in California, pending federal legislation may dramatically change that direction. With or without the federal legislation, these policy issues are being discussed by the Governor and the California Legislature, major educational institutions and agencies, and other State and local partners and policy-making bodies.

The interpretations and concerns of local communities and local constituencies, and how they see this system, have been and will continue to be of paramount interest to the Task Force. As the development of California's One-Stop System progresses, the Task Force will continue to involve local communities and constituencies in a variety of ways. You may contact the Office of Workforce Policy, Employment Development Department, if you have any comments or suggestions. You may also request copies of the reports referenced in this report by contacting the Office of Workforce Policy.

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VI.
ATTACHMENTS
1. List of Task Force Members
2. Core Services Chart

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Mr. John Dewes, General Manager, Public Affairs
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